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commission system with the concentration of governmental powers in a large legislative body; there is a fanciful scheme for a parliamentary system with a dummy executive. Having adopted the commission plan and the plan of wieldy voting districts, the author seems to regard these as somewhat sacred institutions to be applied in much the same manner to cities and states alike. He overlooks defects which would be sure to result from his schemes, and disregards the fact that for an important officer a voting district may properly be larger than for an officer of less importance. In this discussion the author tends to become dogmatic, although such an attitude is notably absent from the bulk of his work. Upon the subject of judicial organization in large cities the author's proposals are clear and convincing.

In his chapter on the second-chamber problem, Mr. Kales discusses acutely one of the fundamental problems of democratic government—the protection of property in a government controlled primarily by the non-propertied class. His proposals are not satisfactory, and he ignores the protection of property from state action by the United States Supreme Court.

Mr. Kales writes vigorously and convincingly, and with a realization that there is no panacea for all our political ills. His book was meant to be read as a whole, and it deserves to be so read, but the omission of an index is not altogether excusable.

W. F. DODD

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Reconstruction of the New Colonies under Lord Milner. By W. BASIL WORSFOLD. London: Kegan Paul, Trench, Trübner & Co., Ltd., 1913. 2 vols. 8vo, pp. vi+376 and 429. \$7.50 net.

Although these volumes are in the nature of an *ex parte* statement on behalf of British imperialism in South Africa, they have much of the value of an original document. The author brings to his task, along with his bias, a trained mind and one thoroughly conversant with the South African situation. Added to this he has had access to the "very complete collection" of papers in Lord Milner's possession. In a preceding volume he has dealt with Lord Milner's administration up to and until the close of the war. In this work he essays the happier task of tracing the measures taken to restore the country to the condition of prosperity it enjoyed before this pro-consul descended upon it with a policy of sword and fire. Although the Conservative débacle in England

has led to the ultimate overthrow of Lord Milner's South African policies, the fulness with which his plans are set forth, and the vivid recital of the obstacles which were overcome in their execution are calculated to win respect for his organizing ability, even if there be no admiration for the spirit which dominated him.

The two volumes cover the short period of two years, and every measure taken to restore the desolated country is set forth with absolute fulness. So faithfully is the work done that Mr. Worsfold has made all future historians of South Africa debtor to him. The bias which he exhibits in favor of Lord Milner does not show itself in a wilful misstatement of facts or blinking of conditions, but in an unconscious opacity to the claims of personality and race. It is this defect which has been at once the strength and weakness of Lord Milner himself. The latter appears here as a strong, capable man, who moves forward crushing everything into conformity with carefully thought-out plans, but without much regard as to whose susceptibilities are injured in the process. Much may be read between the lines as to the unpopularity of his administration, though its success in reconstructing South Africa cannot be disputed. If a broad view be taken it undoubtedly hastened the coming of the South African confederation for it laid a strong basis of order on which the latter was able to build.

But to the general reader quite the most interesting feature of the study lies in the powerful searchlight Mr. Worsfold throws upon the condition of a country after war, and the elaborate means which must be employed to put it on its feet again. All unwittingly he has made a contribution to a field in economics rather poorly explored, a phase of the economics of war. The reinstatement of the Boer population alone cost £16,000,000, and added to the difficulties that this movement entailed were further difficulties arising out of the dislocation of labor supplies and the complete depreciation of all kinds of capital goods. Whatever one may think of Lord Milner's central aim and attitude, one must admire the courage with which he grappled with his task and the vigor with which he surmounted unexpected obstacles. As an example of the nature of the latter may be cited his experience with seed grain. At great expense and difficulty the repatriated Boers had been supplied with mealies to enable them to support themselves and get back to a normal condition. The season that followed, however, was one of severe drought, and Lord Milner not only saw his work go for nothing but was compelled to face the necessity of concerting arrangements to keep the colonists for a much longer period, as well as to repeat for another season

the assistance that had been previously extended. That despite these setbacks the colonies recovered from the war so quickly is due largely to Lord Milner.

The work is valuable from three points of view: (1) as a treasury of information covering the years immediately following the struggle, (2) as an apologia for British imperialism, and (3) as a vivid presentation of the devastating nature of war.

D. A. MACGIBBON

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The Profitable Wage. By E. E. SHEASGREEN. Chicago: The Standard Cost Finding Service Company, 1914. 8vo, pp. xxii+156. \$2.00.

This is the effort of an amateur on the wage question. It is somewhat immature and incomplete. The scheme advanced by the writer is one of wage determination on a cost-accounting basis, that is, a wage plan with the "cost of producing labor" as the basis of labor prices. He would have the workman sell his product on the market, not for what it would bring under competition, but according to a predetermined rate whose basis was actual costs plus a reasonable profit. The principle involved is similar to that of the minimum wage, the difference being merely one of degree.

The idea of the "cost of producing labor," the author argues, finds its parallel in all lines of industry today. The system of accounting is the same. He would include as the cost of producing labor the following items: depreciation and interest on the human machine, the rate being according to the hazard, and the capital investment being determined by the cost of raising the worker to the age of accountability; household expenses; education; recreation; costs of idle time, seasonal or enforced; and industrial expense, or those peculiar to the occupation. These items are the costs. In addition, following the idea of capital, would be added a profit figured at commercial rates. This then would give a scientific basis upon which an individual worker could figure his price—one which employers would be obliged to pay in order to obtain his services. This utopian scheme includes a provision for its enforcement through state activity.

The futility of the plan is obvious. The impossibility of the standardization of costs is the greatest obstacle to its administration, for not all laborers in the same industry, even, would have the same initial capital investment or comparable living expenses. These items would vary with environment. In any given industry there would be as many human capital investments with depreciation and interest costs as there were individual workmen. Daily budgets would also vary widely. The item of idle time is an illegitimate expense, and has no place as a cost. It is a doubtful policy to guarantee lost time to employees; it is both uneconomical and of questionable philanthropy. Furthermore the mere fact of the difference in costs of producing individual